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Message Text

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SUBJECT:LONG-TERM DEFENSE PROGRAM

REF: A. USNATO 3201, DTG 291131Z MAR 78; B. STATE 081259,
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1. MISSION SHOULD FURNISH PETRIGNANI FOLLOWING INITIAL US
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VIEWS ON ORGANIZATIONAL ARRANGEMENTS FOR IMPLEMENTING AND
MONITORING NATO LONG-TERM DEFENSE PROGRAM. YOU MAY ALSO
REASSURE BRABAND THAT WE DO NOT PRESENTLY CONTEMPLATE
SUGGESTING CHANGES TO NATO'S FORCE PLANNING MACHINERY
(REF A).

2. FOLLOWING POINTS SHOULD BE MADE SOONEST BUT ONLY AFTER
APPROACHING LUNS AND PETRIGNANI ON CONTENTS OF REF B.

-- GENERAL. CONSISTENT, EFFECTIVE FOLLOW-THROUGH ON LTDP

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IS CRITICAL TO ITS SUCCESS. THE US HAS TAKEN A STRONG POSITION FROM THE OUTSET THAT STRENGTHENING NATO'S PROGRAMMING AND FOLLOW-THROUGH MACHINERY MUST BE AN INTEGRAL PART OF ANY LTDP. SECRETARY OF DEFENSE BROWN STRESSED THIS REPEATEDLY AT THE MAY AND DECEMBER 1977 DPC MEETINGS. MOREOVER, THIS POSITION WAS IN GENERAL HEARTILY ENDORSED BY

HIS COLLEAGUES. THE PROBLEM NOW IS HOW TO CARRY OUT THEIR MANDATE.

THE LTDP WILL CALL FOR AN UNPRECEDENTED DEGREE OF QUOTE ALLIANCE COOPERATION UNQUOTE IN NO LESS THAN 10 MAJOR PROBLEM AREAS, STRETCHING ACROSS LITERALLY DOZENS OF SUBPROGRAMS. FOR THIS COOPERATION TO BE ACHIEVED IN PRACTICE, HOWEVER, NATO MUST HAVE RESPONSIVE MACHINERY TO FLESH OUT PROGRAM DETAILS, RESOLVE ISSUES, MONITOR PROGRESS, AND KEEP NATO CIVIL AND MILITARY AUTHORITIES INFORMED ON A SCALE NEVER REALLY ATTEMPTED IN NATO.

NOR CAN THE LTDP BECOME A ONE-TIME EXERCISE, IF IT IS TO ACHIEVE ITS PURPOSE OVER TIME. MANAGEMENT RESPONSIBILITIES FOR FOLLOW-THROUGH MUST BE CLEARLY DEFINED AND STAFF PROVIDED WHERE NEEDED TO CARRY THEM OUT.
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EXISTING MACHINERY SHOULD BE USED WHEREVER FEASIBLE. IN EVERY CASE, HOWEVER, THERE MUST BE EXPLICIT ASSIGNED RESPONSIBILITY AND ADEQUATE STAFF TO CARRY OUT THE APPROVED PROGRAMS OVER THE LONG TERM.

-- OVERALL RESPONSIBILITY.

WE CONTINUE TO SEE THE EXECUTIVE WORKING GROUP, EXTERNALLY REINFORCED OR INTERNALLY STRENGTHENED OR BOTH, AS THE PRINCIPAL AGENCY OF THE DEFENSE PLANNING COMMITTEE FOR MONITORING PROGRAM PROGRESS AND FOR RECOMMENDING PROGRAM CHANGES.

WE BELIEVE THAT AS CHAIRMAN EWG, THE DEPUTY SECRETARY GENERAL SHOULD LOGICALLY HAVE OVERALL STAFF RESPONSIBILITY FOR COORDINATING THE EXECUTION OF THE LTDP AND THAT HE SHOULD BE GIVEN A SMALL STAFF TO ASSIST HIM.

-- SINGLE MANAGER APPROACH.

IT IS OUR BELIEF THAT WHEREVER POSSIBLE RESPONSIBILITY FOR COORDINATING AND MONITORING DEVELOPMENT AND EXECUTION OF INDIVIDUAL PROGRAMS SHOULD BE THE RESPONSIBILITY OF A SINGLE MANAGER. ONLY BY CENTRALIZING RESPONSIBILITIES FOR KEY PROGRAMS SUCH AS AIR DEFENSE, MARITIME, C3, OR EW CAN SOME RESPONSIBLE BODY COORDINATE WHAT COULD OTHERWISE DEGENERATE INTO A HOST OF INDIVIDUAL EXERCISES.

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THIS APPROACH TO MORE EFFECTIVE IMPLEMENTATION OF NATO POLICIES AND PROGRAMS WOULD NOT ERODE THE ROLE OF NATIONS IN FORMULATING THOSE POLICIES AND PROGRAMS, NOR IS IT MEANT TO LIMIT THE ROLE OF NATO COMMITTEES. IT IS NOT REPEAT NOT A MOVE TOWARD SUPRA-NATIONALITY IN NATO.

NATIONS CLEARLY RETAIN THE FINAL SAY IN AN ALLIANCE OF SOVEREIGN STATES.
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SINGLE MANAGER RESPONSIBILITY SHOULD WHENEVER FEASIBLE BE LODGED WITH AN EXISTING NATO ORGAN. (WE SEE THIS PRIMARILY APPLICABLE TO TASK FORCE AREAS 4, 5, 6 AND 7.) EXPERIENCE AMPLY SHOWS THAT THE NATO BODIES BEST ABLE TO GET PROGRAMS MOVING AND FOLLOW THROUGH ENERGETICALLY IN MANY CASES ARE THE MAJOR NATO COMMANDS (MNCS). THEREFORE, WE BELIEVE THAT (1) SACLANT SHOULD BE MADE THE SINGLE MANAGER FOR THE TF-4 PROGRAM PREPARED UNDER HIS AEGIS, AND FOR THE MARITIME PORTIONS OF SUCH OTHER PROGRAMS AS THE TF-1, TF-6 (C3), AND TF-7 (EW); (2) SACEUR SHOULD BE SINGLE MANAGER FOR CONTINENTAL AIR DEFENSE (TF-5), C3 IN ACE (TF-6), AND EW IN ACE (TF-7). THERE ARE PROBABLY YET OTHER INSTANCES WHERE RESPONSIBILITY SHOULD BE DIVIDED BETWEEN RELEVANT MNC'S.

-- LOGISTICS AS A SPECIAL CASE.

EXISTING NATO MACHINERY IS, IN OUR VIEW, INADEQUATE TO CARRY OUT THE EXPANDED LOGISTIC COORDINATING RESPONSI-BILITIES CALLED FOR IN THE DRAFT LTDP. BECAUSE OF THEIR BROAD CIVIL-MILITARY NATURE, OVERALL RESPONSIBILITY SHOULD BE CENTERED AT NATO HEADQUARTERS, UNDER A NEW ASSISTANT SECRETARY GENERAL FOR CONSUMER LOGISTICS, AS PROPOSED BY TF-9. THUS THE PRESENT ASYG FOR DEFENSE SUPPORT WOULD BE ENABLED TO CONCENTRATE ON HIS GROWING TASKS IN THE EXPANDING FIELD OF R AND D AND ARMAMENTS COLLABORATION WHICH ARE ALREADY MORE THAN A FULL-TIME JOB.

-- MILITARY AGENCY FOR STANDARDIZATION.

AS INDICATED IN THE 23 MARCH EWG MEETING, THE INTER-NATIONAL STAFF SHOULD DRAFT APPROPRIATE LANGUAGE FOR A
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STUDY TO BE CONDUCTED JOINTLY BY THE ASYG (DEFENSE SUPPORT) AND THE MILITARY COMMITTEE WHICH WOULD NOT SIMPLY REVIEW THE RELATIONSHIP BETWEEN CNAD AND MAS BUT WOULD PROPOSE THE NEEDED STRENGTHENING OF THE CURRENT STRUCTURE, CHARTER, AND FUNCTIONS OF THE MAS.

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-- C3 AND EW.

THESE SPECIAL AREAS WILL REQUIRE ADDITIONAL STAFFING, PARTICULARLY AT THE MNC, MSC AND PSC LEVELS, AS INDICATED IN THE TASK FORCE REPORTS, IN ORDER THAT THE ESSENTIAL PLANNING AND MONITORING MAY BE CARRIED OUT.

-- COSTING AND ANALYTICAL CAPABILITY.

IT IS IMPERATIVE THAT NATO HEADQUARTERS HAVE A STRENGTHENED CAPABILITY TO ANALYZE AND COST PROPOSED COOPERATIVE PROGRAMS. ONE OF THE LONG-STANDING DEFICIENCIES IN NATO PROGRAMMING IS THE ABSENCE OF AN IN-HOUSE COSTING AND ANALYTICAL CAPABILITY THAT WOULD GIVE NATO HEADQUARTERS THE MEANS TO (A) PERFORM COST ANALYSES, (B) RECOMMEND PROGRAM TRADE-OFFS AND (C) INTEGRATE NATIONAL DEFENSE PROGRAMS TO BETTER SERVE OVERALL ALLIANCE NEEDS. THE PROBLEMS ENCOUNTERED BY LTDP TASK FORCE DIRECTORS AND THE NATO INTERNATIONAL STAFF IN THEIR EFFORTS TO DEVELOP COUNTRY BREAKOUTS OF LTDP COSTS POINT UP THIS LACK OF ANALYTICAL CAPABILITY. IN VIEW OF THE ABOVE, WE SEE DEFINITE UTILITY IN ESTABLISHMENT OF A NATO INTERNATIONAL STAFF OFFICE FOR PROGRAM EVALUATION. THIS OFFICE WOULD SUPPORT THE SEVERAL INTERNATIONAL STAFF OFFICES DEALING IN DEFENSE MATTERS; THEREFORE, WE BELIEVE IT SHOULD BE ESTABLISHED AS PART OF THE OFFICE OF THE DEPUTY SECRETARY GENERAL.

-- PROGRAM REVIEW AND UPDATE.

WE BELIEVE THAT THE LTDP, IN ITS COMPONENT PROGRAMS, WILL BE EFFECTIVELY CARRIED OUT ONLY IF NATIONS AND NATO SYSTEMATICALLY MONITOR IMPLEMENTATION, UPDATE PROGRAM OBJECTIVES AND PLANNING, AND DEAL WITH INEVITABLE PROBLEMS WHICH WILL ARISE. HENCE WE SEE A NEED FOR A FALL REVIEW OF PROGRAM PERFORMANCE AND A SPRING REVIEW OF RECOMMENDATIONS FOR PROGRAM CHANGES. THE FALL REVIEW SHOULD COVER BOTH PROGRESS BY NATIONS AND PROGRESS BY NATO AGENCIES OR COMMITTEES. WE ENVISAGE PREPARATION OF THE ANNUAL FALL REPORT TO MINISTERS BY THE EXECUTIVE WORKING GROUP. SIMILARLY WE ALSO SEE THE EWG AS RESPONSIBLE FOR THE ANNUAL SPRING REPORT TO MINISTERS, DEALING WITH THE RECOMMENDATIONS FOR PROGRAM CHANGES. WHILE THE FALL REPORT WOULD COVER PROGRESS, THE SPRING REPORT WOULD TAKE INTO ACCOUNT THE PRECEDING PROGRESS REPORT AND ANY NEW DEVELOPMENTS IN UPDATING PROGRAM OBJECTIVES AND TIMING.

-- STAFFING.

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AS A GENERAL COMMENT, WE RECOGNIZE THAT INCREASES IN STAFF POSITIONS AND IN SOME CASES IN STAFF TRAVEL WILL BE REQUIRED, ALTHOUGH MAXIMUM USE OF TRANSFER OF SPACES SHOULD BE MADE. WE REGARD AS PARTICULARLY IMPORTANT THE ADDITION OF STAFF POSITIONS AS NECESSARY TO SUPPORT (A) OVERALL PROGRAM COORDINATION AND ANALYSIS (OFFICE OF THE

DEPUTY SECRETARY GENERAL), (B) THE NEW OFFICE OF ASYG FOR LOGISTICS, (C) SINGLE MANAGER PROGRAM FUNCTIONS, (D) STAFFING AT NATO COMMAND LEVELS FOR C3 AND EW, (E) MNC WORK IN DRAWING UP QUOTE MISSION ELEMENT NEED STATEMENTS UNQUOTE (MENS), AND (F) ADEQUATE COSTING CAPABILITIES. FURTHER, WE RECOGNIZE THAT MANY OF THE CONFIDENTIAL

STAFFING RECOMMENDATIONS MUST ULTIMATELY GET NAC REVIEW AND DECISION.

-- TASK FORCE RECOMMENDATIONS.

WE RECOGNIZE THAT EACH OF THE TASK FORCE RECOMMENDATIONS ON ORGANIZATION AND STAFFING WILL REQUIRE SEPARATE CONSIDERATION AND WE WILL BE PREPARED TO COMMENT ON THESE SHORTLY. HOWEVER, IN SOME CASES FINAL ACTION MUST BE DEFERRED UNTIL VIEWS OF THE SINGLE MANAGER ARE AVAILABLE AFTER SUMMIT ENDORSEMENT OF INITIATION OF PROGRAMS.

-- BUDGETS.

SOME INCREASES IN BOTH NATO CIVIL AND MILITARY BUDGETS APPEAR NEEDED TO ENSURE A MORE EFFECTIVE APPLICATION OF THE SOME $165 BILLION BEING SPENT ANNUALLY ON NATO DEFENSE. TO DO OTHERWISE WOULD BE PENNY-WISE AND POUND-FOOLISH.

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